



U.S. Department of Justice

Drug Enforcement Administration

THE DRUG ENFORCEMENT ADMINISTRATION

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DRUG ENFORCEMENT ADMINISTRATION

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The Drug Enforcement Administration's (DEA) primary responsibility is to enforce the controlled substances laws and regulations of the United States of America. DEA also recommends and supports non-enforcement programs aimed at reducing the demand for illicit drugs and reducing the availability of controlled substances in the illicit domestic and international markets.

In support of the Administration's and the Attorney General's commitment to the war on drugs, DEA's strategic goals for Fiscal Year 1986 were to:

- ° Reduce the Availability of Illicit Drugs in the United States. This was accomplished by targeting major drug traffickers and their organizations, fully exploiting DEA's authority to seize trafficker assets in each investigation, increasing the arrest and conviction rates for top level violators, enhancing the Domestic Cannabis Eradication Program, and targeting for investigation chemical companies which provide precursor chemicals used in clandestine drug laboratories.
- ° Reduce the Supply of Illicit Drugs from Foreign Source Countries. This was accomplished by influencing foreign counterparts to significantly increase arrests and seizures overseas, developing strategies to reduce the

supply of drugs in source countries, designing programs to improve the collection and utilization of foreign drug intelligence, aggressively promoting expansion of foreign eradication programs using aerial herbicidal techniques, and encouraging bi-lateral and multi-lateral working relations among all countries affected by international drug trafficking.

- ° Enhance Investigative and Administrative Systems and Services Supporting DEA Operations. This was accomplished by strengthening and modernizing DEA systems and services which provide telecommunications, advanced technology, logistical support, financial resources, training, and information.

SIGNIFICANT EVENTS

Over the past year, various events affected the way in which DEA approached, performed, and accomplished its mission. There was a "new" drug epidemic in parts of the country, a "national mandate" to increase efforts in drug abuse prevention and education, and a renewed worldwide interest in fighting the war on drugs. These events and some of DEA's more significant accomplishments are described below.

- ° Our country experienced a problem associated with the cocaine derivative known as crack. In June 1986, DEA hosted a conference on crack in New York for representatives from DEA Headquarters and Special Agents in Charge of DEA field divisions experiencing the most severe crack problems. At this meeting,

DEA consulted with some of this country's experts and developed the foundation for a multi-faceted strategy to address the crack epidemic. In response to this problem and Congressional requests, DEA modified its system for classifying its enforcement activities, the Geo-Drug Enforcement Program (G-DEP), to identify investigations targeting crack traffickers and their organizations. This permits DEA to monitor enforcement activity and results in this area.

- ° The accumulation of vast assets enable drug trafficking organizations to continue large scale operations, even after the arrest and conviction of their leaders. DEA seized over \$370 million of these assets. This amount is more than double that of Fiscal Year 1985 and constitutes over 80% of the overall contributions to the Department of Justice Asset Forfeiture Fund. More importantly, this figure represents the first time that DEA seized assets which exceeded the Agency's annual budget.

- ° DEA strengthened its demand reduction effort as a vital and integral part of the Federal strategy in combatting international drug abuse and trafficking. In Fiscal Year 1986, DEA created a Demand Reduction Section to direct the Agency's efforts in the area of drug abuse prevention and education. DEA participated in 15 national conferences and one international seminar related to drug abuse and disseminated publications and other information to approximately 200,000 drug abuse prevention advocates.

DEA expanded its drug abuse prevention activities with the Explorer Division of the Boy Scouts of America. At the 1986 National Law Enforcement Explorer Conference in Seattle,

Washington, the expanded program was launched at an All-Star Rally Against Drugs. Athletes and celebrities joined DEA, ACTION, and PRIDE in urging Explorer posts from around the nation to become involved in drug abuse prevention programs in their communities. Through this initiative, DEA estimated that over one million young people would be motivated to participate in drug abuse prevention programs.

The Sports Drug Awareness Program was introduced to the international community in March 1986 with the presentation of a seminar in Belgium.

° Bolivia is one of the major cocaine producers of the world. During July 1986, the government of Bolivia, in coordination with DEA, initiated Operation BLAST FURNACE, an enforcement effort targeted at coca paste and cocaine production. Bolivian Narcotics Strike Force Troops and DEA personnel began a series of raids against cocaine laboratories in Bolivia, which DEA intelligence had pinpointed. DEA Intelligence Analysts were sent to La Paz where they developed daily situation reports, provided a strategic intelligence report for DEA management, and obtained and analyzed ledgers found at three different cocaine laboratory sites. The analysis of the ledgers provided tentative identification of several major Bolivian violators and an assessment of the cocaine production capacity of Bolivian trafficking organizations.

The government of Bolivia requested and received a contingent of six United States Military Black Hawk helicopters, manned with United States Army pilots and support personnel, to

transport the Bolivian Strike Teams to the suspected laboratory sites. Eight cocaine laboratories and one staging/transshipment location were located and destroyed. It was determined, from information gathered at the sites, that a number of these laboratories were capable of producing 1,000 kilograms of cocaine per week; at least one laboratory was operational since 1982.

Subsequent intelligence indicated that Operation BLAST FURNACE brought cocaine production to a virtual standstill in Bolivia. There was an exodus of known and suspected traffickers from Bolivia, a drop in the price of coca leaves from \$276 per hundred kilograms to \$44, a virtual end to small aircraft traffic throughout the country, a reduction in the availability of United States dollars, no harvesting of coca fields, and requests by farmers for assistance to plant alternate crops.

° Frederick John Luytjes was formerly one of the most significant non-Colombian cocaine violators operating in the United States. On December 23, 1985, as a result of a joint investigation by DEA, the United States Customs Service, and the Internal Revenue Service, the United States Attorney for the Middle District of Pennsylvania indicted Luytjes and five others (including four Colombian nationals) for smuggling cocaine into northeastern Pennsylvania during the preceding four years. Luytjes dealt directly with the highest level ~~members~~ of a Medellin, Colombia drug cartel to smuggle cocaine into the United States.

The case received national media coverage, including a press release by Attorney General Meese, which highlighted the significance of this investigation. The conspiracy utilized sophisticated high performance aircraft over a five-year period to smuggle a minimum of seven metric tons of pure cocaine into the United States. At least \$30 million in drug profits were delivered to cocaine violators in Colombia, and United States banking officials were enlisted by the traffickers to launder millions of dollars belonging to the stateside members of the conspiracy.

This investigation resulted in the seizure of \$16 million in cash and assets and an additional \$5-10 million worth of assets were earmarked for seizure. A total of 13 defendants were indicted, including two prominent Colombian cocaine cartel members.

° Because of Mexico's increasing role in drug trafficking, in Fiscal Year 1986 DEA established the United States Southwest Border Intelligence Task Force. This Task Force supports DEA intelligence operations and enhances intensified enforcement efforts along the United States-Mexican Border. The Task Force provides strategic assessments of all aspects of drug trafficking from Mexico to the United States and, in conjunction with DEA field offices, collates, analyzes, and disseminates intelligence on major Mexican drug traffickers and their organizations. This information is used to target high level traffickers operating in Mexico and affecting the United States.

° An act of violence against a DEA Special Agent in Mexico occurred for the second time in the last two years. On August 13, 1986, Special Agent Victor Cortez, of the DEA Office in Guadalajara, Mexico, along with an informant, was detained and tortured by Jalisco State Police detectives. They were subsequently released at the insistence of the DEA office in Guadalajara and with the aid of the Mexican Attorney General's office. This required DEA to review its working relationship with Mexican law enforcement authorities, its presence in Mexico, and the risks to family members of DEA personnel stationed in Mexico.

AGENCY FUNCTIONS

To accomplish its many responsibilities, the DEA workforce includes approximately 2,400 Special Agents and 2,500 professional, technical, and support personnel. DEA maintains 19 domestic field divisions with approximately 100 subordinate field offices, the El Paso Intelligence Center (EPIC), seven regional forensic laboratories, a Special Testing and Research Laboratory, and an Air Wing. Overseas, DEA maintains over 60 offices in over 40 foreign countries. DEA Headquarters is comprised of three main divisions, three staff offices, and an Administrative Law Judge.

OPERATIONS DIVISION

The Operations Division is responsible for DEA's investigative activities. Managed by an Assistant Administrator, the Division's organizational elements are: 1) four Drug Investigative Sections and an Investigative Support Section, 2) the Office of International Programs, 3) the Office of Intelligence, 4) the Office of Diversion Control, 5) the Office of Training, and 6) the Management Staff.

Each of the four drug Sections (Cocaine, Heroin, Cannabis, and Dangerous Drugs) manages the DEA worldwide program with respect to investigative activities for its specific drug type in order to ensure coordination among all Headquarters and field operational elements. These Sections also monitor Special Enforcement Operations (SEOs), Organized Crime Drug Enforcement Task Force (OCDETF) cases, and other high level investigations.

The Investigative Support Section: 1) coordinates all investigative support programs and projects, 2) manages the technical operations program which includes all investigative, radio communications and polygraph equipment used by DEA worldwide, and 3) operates the DEA aviation program.

The Office of International Programs assists foreign countries in traditional enforcement activities, develops drug law enforcement programs, and implements other programs aimed at reducing the supply of illicit drugs destined for the United States. Through its foreign activities, DEA attempts to develop stronger diplomatic efforts, reduce illicit crops and chemicals used in drug production, immobilize drug production facilities,

identify drug transit areas, disrupt smuggling, and reduce the diversion of legally manufactured drugs. DEA Country Attaches assigned to overseas posts act as the principal advisors to the United States Ambassadors on all international narcotics and dangerous drug matters. DEA also encourages host countries to enact legislation allowing seizure and forfeiture of assets obtained through drug profits and to identify other legislative or administrative actions that could affect the drug trade.

The DEA Intelligence Program emphasizes the exchange of information with enforcement counterparts and cooperating agencies worldwide to provide optimum support to domestic and international drug enforcement operations. The Office of Intelligence: 1) provides tactical and operational intelligence products and services which identify the structure and members of international and domestic drug trafficking organizations and exploitable areas for enforcement operations; 2) prepares strategic intelligence assessments, estimates, and probes focusing on trafficking patterns, source country production, and domestic production and consumption trends; 3) develops intelligence that focuses on the financial aspects of drug investigations such as money laundering techniques, drug related asset discovery and forfeiture, and macro-economic impact assessments of the illegal drug trade; and 4) provides interagency intelligence support to other Federal, state, and local law enforcement organizations, assists a variety of state

and foreign drug intelligence clearinghouses, and participates in the National Narcotic Border Interdiction System (NNBIS) and chairs the National Narcotics Intelligence Consumers Committee (NNICC).

The Office of Diversion Control enforces provisions of the Controlled Substances Act (CSA) which pertain to the manufacture and distribution of controlled substances for medical and research purposes. This Office is responsible for the detection and prevention of the diversion of controlled substances from legitimate channels. It conducts periodic investigations of drug manufacturers and wholesalers, conducts special investigations of targeted registrants who are high-level violators, identifies drug shipments in foreign countries that are destined for illegal smuggling operations, monitors all imports and exports of controlled substances, registers all handlers of controlled substances, and conducts pre-registration investigations prior to approval of applications for registration. It also prepares recommendations for the Administrator's decision, regarding the establishment of manufacturing quotas for all Schedule I and II substances and the placement of drugs of abuse in the appropriate CSA Schedule.

The Office of Training develops and provides entry-level, in-service, and advanced training for DEA employees, as well as specialized multi-level training in drug enforcement techniques for other Federal, state, local, and foreign officials.

The Management Staff develops the policies and procedures governing the conduct of DEA investigative activities. The Staff also coordinates the development of foreign and domestic offices' work plans, recommends the annual reallocation and distribution of all core series positions, develops the Operations Division financial plan, and coordinates all of its budget matters.

OPERATIONAL SUPPORT DIVISION

The Operational Support Division, managed by one of the three Assistant Administrators, supports DEA's worldwide operations by providing administrative and technological services to all offices. Six organizational elements comprise the Operational Support Division: 1) the Office of Personnel, 2) the Office of Administration, 3) the Office of Science and Technology, 4) the Office of Information Systems, 5) the Office of the Controller, and 6) the Equal Employment Opportunity Staff.

The Office of Personnel formulates DEA personnel management policy and directs a comprehensive personnel management program which includes employee relations, benefits, health, safety, recruitment and placement, pay and position management, and performance appraisal systems.

The Office of Administration attends to administrative matters such as property controls, contracting, procurement, facilities, and transportation.

The Office of Science and Technology is responsible for overall engineering, scientific, and forensic science support for DEA. It also provides forensic information on illicit drug

availability and trends and related scientific and laboratory assistance to other Federal, state, local, and foreign law enforcement agencies.

The Office of Information Systems plans and manages DEA's equipment and systems for automated data processing (ADP), telecommunications, teleprocessing, microfiche, facsimile, word processing, secure voice, and office automation.

The Office of the Controller is responsible for the overall financial management of the Agency, including accounting, budgeting, management analysis, A-123, and A-76 activities.

The Equal Employment Opportunity Staff develops equal employment opportunity policies, programs, and goals for DEA in conformance with government regulations. The Staff also formulates EEO plans of action and processes any complaints of discrimination.

PLANNING AND INSPECTION DIVISION

Under the direction of an Assistant Administrator, the Planning and Inspection Division consists of four major offices: 1) the Office of Inspections, 2) the Office of Planning and Evaluation, 3) the Office of Security Programs, and 4) the Office of Professional Responsibility.

The Office of Inspections conducts regular and special inspections of DEA Headquarters and field elements to ensure effectiveness, efficiency, economy of operation, and compliance

with statutes, regulations, policies, and procedures. It also carries out fiscal audits of all DEA entities having procurement, financial approval, and disbursement responsibilities.

The Office of Planning and Evaluation is responsible for agency-wide strategic planning, special studies and policy analyses, evaluation of agency-wide programs, the development and maintenance of DEA's statistical information systems, and the physical fitness program.

The Office of Security Programs is responsible for the coordination of personnel security investigations, maintenance of physical security standards for DEA facilities, establishment of procedures for classification and storage of national security materials, evaluation of communications and data processing security, and the coordination of DEA countermeasure initiatives and emergency preparedness plans.

The Office of Professional Responsibility coordinates the establishment of employee standards of conduct and directs investigations of allegations of misconduct and criminal violations by DEA employees.

STAFF OFFICES

The Office of Chief Counsel handles all legal issues concerning: 1) the criminal enforcement responsibilities of DEA, 2) asset seizure and forfeiture, 3) the diversion of controlled substances and the regulation of the legitimate controlled substance industry, and 4) civil litigation, personnel and EEO matters, and tort and employee claims. It advises DEA officials

with respect to the application of international conventions and protocols relating to narcotics and psychotropic substances and drafts legislation relating to drug law enforcement. It assists state, local, and foreign officials in establishing adequate and uniform legislation and regulations in this regard. This Office is also responsible for the administrative processing of all assets seized by DEA to be forfeited to the United States government.

The Office of Congressional and Public Affairs serves as the principal advisor to the Administrator and other DEA officials on all matters relating to the United States Congress, the media, and the general public. This Office coordinates DEA's involvement in fact-finding and legislative hearings and escorts congressional or staff delegations on narcotic fact-finding missions to source and transit countries throughout the world. It monitors pending legislation that may affect DEA's mission, policies, and personnel practices. This Office also coordinates news media requests and related public information matters. It manages the public inquiry and publications program, coordinates DEA's speech activities, drafts articles about DEA's program for national publication, publishes DEA's internal publications, and writes DEA's monthly report to the White House. In March 1986, this Office was assigned the responsibility for coordinating DEA's efforts in the field of drug abuse prevention and education.

The Board of Professional Conduct reviews all integrity/misconduct investigations, determines appropriate charges and penalties, and issues proposal notices for disciplinary action and/or recommendations for letters of clearance. It also reviews all accident reports and investigations relating to official government conveyances and issues letters of clearance/caution or proposal notices for disciplinary action.

The Administrative Law Judge presides over and arranges for all hearings which are required pursuant to the Administrative Procedures Act (5 U.S.C. 551 et seq.) and prepares recommended decisions for the DEA Administrator based upon the evidence presented at hearings. The Administrative Law Judge conducts hearings regarding registrations under the Controlled Substances Act, the placement of controlled substances in appropriate schedules established by the Act, the setting of certain manufacturing and procurement quotas, and the issuance of import and export permits for certain controlled substances. The Administrative Law Judge is an autonomous entity within the DEA organizational structure.

FIELD DIVISIONS

Field Divisions are responsible for: 1) conducting drug-related criminal investigations and scheduled investigations of legitimate controlled substances handlers; 2) participating with other Federal, state, and local law enforcement and regulatory offices in conducting drug-related criminal

investigations and assisting them in cooperative drug abuse prevention efforts; 3) directing the activities of State and Local Task Forces within their jurisdictions; and 4) developing, utilizing, and distributing intelligence data relating to significant trafficking trends, major violators, and clandestine laboratories within their scope of geographic responsibility.

EL PASO INTELLIGENCE CENTER

The El Paso Intelligence Center (EPIC) is a cooperative intelligence operation managed by DEA. EPIC is designed to target, track, and interdict international movement of drugs, aliens, and weapons. EPIC functions as a tactical intelligence center which provides for the immediate exchange of intelligence for drug interdiction and investigations. Nine agencies participate in EPIC: DEA, the Immigration and Naturalization Service, the U.S. Customs Service, the U.S. Coast Guard, the Federal Bureau of Investigation, the Federal Aviation Administration, the Internal Revenue Service, the Bureau of Alcohol, Tobacco, and Firearms, and the U.S. Marshals Service. In addition, all fifty states, the Virgin Islands, and Puerto Rico have information sharing agreements with EPIC.

INTERNATIONAL ACCOMPLISHMENTS

DEA's international program strategy continued to be directed at reducing the supply of illicit drugs at their source. This was accomplished by providing program guidance, technical advice, investigative cooperation, intelligence, and training to

many foreign governments. In Fiscal Year 1986, there were important successes throughout the world in the following areas: crop eradication, prevention of illicit drug production, drug removals, asset seizures, criminal prosecutions, treaty initiations, legislative improvements, drug intelligence advancements, enforcement program development, conferences, and training.

DEA assisted and guided the continuation of established crop eradication programs and the development of new programs in several countries. Some of the most significant results were:

- The Royal Thai Army manually destroyed approximately 1,600 hectares of poppies throughout the major growing areas in northern Thailand. This year's eradication campaign was a clear demonstration to Thai farmers that opium eradication is now an accepted national policy of the Thai government.
- Burma destroyed approximately 13,800 hectares of poppies in the Northern and Eastern Shan States. The experience and tactics developed during one aspect of this effort formed the basis for a full-scale aerial eradication program.
- Panama destroyed approximately 85% to 90% of its cannabis cultivation.
- Jamaica expanded manual eradication efforts and reduced annual cannabis production by one third.

- ° Venezuela discovered almost 7,000 hectares of cannabis planted among corn, banana trees, and other crops on the Venezuelan/Colombian Border. The Venezuelan Police manually destroyed over one million cannabis plants. The Venezuelan government is reviewing the possibility of initiating a spraying program to eradicate any future discoveries of cannabis.
- ° The Royal Thai Police destroyed approximately 900 metric tons of fresh cannabis and three metric tons of dry cannabis in Northeast Thailand. This campaign was the first concerted effort attempted during what is considered to be the "off" season and it took the growers and financiers by complete surprise.
- ° The Brazilian Federal Police initiated a major intelligence gathering operation to identify the organizations responsible for cannabis cultivation and distribution. The initial stages of the operation resulted in the eradication of over 3,000 metric tons of cannabis.

Cooperative efforts between DEA and its foreign counterparts disrupted the conversion of cultivated plants into illicit drugs. This cooperation resulted in the destruction of various processing laboratories and the seizure of ~~illicit~~ drugs and precursor chemicals which are essential to the production of illicit drugs. A sample of these accomplishments follow:

- ° Joint DEA and Royal Thai Border Patrol Police operations conducted in northern Thailand resulted in the location and destruction of seven heroin laboratories, an unprecedented number.
- ° India seized two heroin laboratories along with approximately 1,600 kilograms of heroin during the first six months of 1986.
- ° The Brazilian Federal Police, through the investigation of chemical purchases, located and seized two cocaine laboratories capable of producing approximately 250 kilograms of cocaine per month.
- ° Peru and Colombia initiated a joint enforcement effort near the Colombian border to ensure that previously destroyed cocaine laboratories were not re-established. Only two new laboratory sites were discovered, one new and one abandoned.
- ° The Venezuelan Police seized approximately 2,650 kiloliters of acetone and ether, essential chemicals in the conversion of cocaine, and arrested numerous individuals involved in diverting these chemicals to clandestine laboratories.

Intense cooperative efforts between DEA and its foreign counterparts brought about significant results in the seizure of drugs and assets and the arrest and prosecution of international drug violators. For example:

- ° A major Southeast Asian narcotics trafficker was apprehended by the Royal Malaysian Police as a result of both intelligence derived from DEA and the Royal Thai Police and DEA's liaison with the Singapore Central Narcotics Bureau. The Malaysian authorities considered this arrest one of the most significant to occur in Malaysia in several years.
- ° Four heroin couriers were arrested by DEA, who also seized 8 kilograms of heroin, as a result of an investigation involving two domestic and one foreign DEA office. Subsequent to the arrest, Malaysian Police seized an additional 23 kilograms of heroin at the couriers' residence.
- ° Five United States citizens and four foreign nationals were charged in the Southern District of New York as a result of an investigation involving three domestic and three foreign DEA offices. DEA seized approximately \$2 million and one heroin laboratory while the Swiss authorities seized another. Among those charged were two prior "French Connection" heroin chemists who were arrested in Switzerland. The group was responsible for importing more than 300 kilograms of morphine base from Europe and the Middle East and manufacturing approximately 64 kilograms of heroin in the United States.

- ° Two heroin and hashish traffickers were arrested by DEA while Dutch authorities arrested two others and seized 188,000 Dutch Guilders; 15 kilograms of hashish; \$20,000 in United States currency; and \$100,000 of jewelry. A United States account at the Bank of America was also identified.
- ° Over 2,700 kilograms of cocaine were seized in a seven month period as a result of Operation BAT in which DEA, the United States military, and Bahamian authorities utilized various radar and intelligence techniques to target drug trafficking staging areas for enforcement activity. This success was followed by several subsequent seizures of 450 kilogram quantities of cocaine.
- ° Thirteen duffle bags containing over 400 kilograms of cocaine were seized by the Mexican Federal Judicial Police as a result of information provided through a DEA domestic office investigation. The defendant is being held by Mexican authorities.
- ° Two Surinamese citizens and a high ranking official of Surinam were arrested by DEA and charged with conspiracy to import cocaine and operating a narcotics enterprise. The high ranking official was bribed by traffickers to provide protection for cocaine transshipments and sanctuary for cocaine laboratories. The Dutch government

indicated that these arrests further strained its relations with its former colony to the point where aid may be withheld.

Progress in the initiation of treaties and laws demonstrated the international commitment to combat drug trafficking. Laws aimed at asset forfeiture, organized crime, precursor chemical control, and money laundering were proposed and/or enacted. The following are representative of this progress:

- DEA, in conjunction with the Department of State and other United States government agencies, finalized a draft treaty which addresses problems of international drug trafficking that are not currently covered by United Nations or other international conventions and treaties. The final draft will be presented to the United Nations Commission on Narcotic Drugs in February 1987.
- The United Kingdom enacted its first asset seizure legislation. Both the Department of Justice and DEA provided experts to assist in drafting the law.
- Hong Kong proposed legislation that would allow bank accounts of suspected traffickers to be frozen and seized if the violator is convicted. Hong Kong authorities also proposed legislation modeled after the United States Racketeer Influenced Corrupt Organization law that would combat the secret society menace in Hong Kong.

- Malaysia drafted an asset seizure law modeled after the existing United States statute and passed the Dangerous Drugs Act which contains provisions to prosecute traffickers as conspirators.
- Venezuela also enacted a law regulating the importation of the essential chemicals used to manufacture illicit drugs. The law requires a permit to import ether, acetone, and potassium permanganate from the Ministries of Justice, Finance, and Development.
- Ecuador enacted a decree which requires chemical importers to be subject to an audit prior to receiving approval to import ether, acetone, and hydrochloric acid. As a result of this decree, a significant amount of acetone destined for Ecuador was seized during March 1986.
- Argentina reacted to the possible diversion of locally manufactured acetone and ether manufactured in Argentina by enacting legislation regulating the sale and distribution of these chemicals.

The collection and analysis of intelligence by DEA and its foreign counterparts was often the cornerstone for program developments, strategies, and specific enforcement activities. Some of the more significant efforts in Fiscal Year 1986 were accomplished or directed at the following:

- DEA intelligence and investigative cooperation produced 90% of all major arrests and seizures effected by the Malaysian Police.

- ° In Fiscal Year 1986, DEA in cooperation with the Buffalo, New York Police Department initiated a special operation named Operation SET BUSTERS. Purchases of glutethimide and codeine products by retail pharmacies in New York were linked to a series of codeine overdose problems from Pennsylvania to Indiana. Nine pharmacies were targeted as possible sources of the diversion of glutethimide and codeine combination tablets, referred to on the streets as "a set." Two persons were arrested and charged with the illegal distribution of approximately 860,000 dosage units of controlled substances.
- ° A major long-term conspiracy investigation involving DEA and the Internal Revenue Service revealed that an auto racing celebrity, William M. Whittington, and his organization were responsible for smuggling and distributing 360,000 kilograms of cannabis. Plea agreements by all parties resulted in sentences of up to five years and forfeitures of over \$8 million.

The DEA State and Local Task Force Program unites DEA Special Agents with state and local police officers into cohesive drug enforcement units in selected geographic areas to provide increased drug enforcement, interagency investigative cooperation, and continuing intelligence exchange. In 1986, 44 DEA State and Local Task Forces were operating. The following examples of recent achievements by separate Task Forces illustrate the success of the Task Force Program:

- The Sacramento Clandestine Laboratory Task Force, which became operational in March 1986, seized 29 clandestine laboratories in its first five months. One investigation resulted in the seizure of 113 kilograms of methamphetamine powder, and another in the seizure of 45 kilograms of methamphetamine oil, and 159 kilograms of an essential precursor chemical. This Task Force also provided clandestine laboratory training to over 300 state and local officials.
- The New York Drug Enforcement Task Force arrested more high level drug violators in the first half of Fiscal Year 1986 than during the entire previous year. One of their undercover investigations resulted in the arrest of 19 defendants and the seizure of approximately 45 kilograms of heroin.
- The newly established Tucson Task Force produced an exceptional number of arrests, double the national average for arrests of high level violators.

The Organized Crime Drug Enforcement Task Forces (OCDETF) continued to target and pursue violators who direct, supervise, and finance the illicit drug trade. These Task Forces utilize the combined resources of DEA; the FBI; the Internal Revenue Service; the Bureau of Alcohol, Tobacco and Firearms; the Immigration and Naturalization Service; the United States Marshals Service; the United States Customs Service; the United States Coast Guard; the U.S. Attorney's Office; and state and local law enforcement agencies. During Fiscal Year 1986, there

were approximately 500 experienced DEA Special Agents working in the 13 OCDE regions. DEA initiated 346 cases in the first nine months of the year.

In Fiscal Year 1986, DEA's Domestic Cannabis Eradication Program was responsible for coordinated efforts among all 50 states and local agencies to eradicate domestically grown cannabis. DEA contributed funding, training, equipment, aircraft, and investigative resources. Eradication efforts in Fiscal Year 1986 resulted in the destruction of over 55 million plants in over 11,000 plots; the arrest of nearly 2,300 individuals; and the seizure of nearly \$3.7 million in assets.

An important law enforcement initiative, Operation PIPELINE, employs training to focus the resources of the nation's highway and state police to intercept cocaine shipments over the interstate highway system. DEA and officers of the New Mexico and New Jersey State Police travel to selected states and sponsor seminars to train officers to detect drug couriers and seize vehicles transporting cocaine. DEA monitors the seizures to keep abreast of the current trafficking trends and to update its instructional material. DEA produced a training film in conjunction with the New Mexico State Police that demonstrates Operation PIPELINE techniques. The following are a few of this Operation's results:

- ° Officers who attended a seminar in Harrisburg, Pennsylvania for the 12 northeastern states made 11 multi-kilogram seizures of cocaine.

- ° Officers who attended another series of seminars on cocaine shipments from Mexico through Texas seized 454 kilograms of cocaine from just three pick-up trucks coming out of Texas.

Intelligence is a major aspect of all DEA efforts and one that may continue in some operations for many years before achieving tangible results. Not only does DEA utilize intelligence on its own behalf, but it also provides analyses to many other Federal, state, and local law enforcement agencies. Intelligence accomplishments during Fiscal Year 1986 included:

- ° The El Paso Intelligence Center (EPIC) processed over 300,000 calls regarding suspect persons, vehicles, aircraft, and vessels. EPIC lookouts related to suspicious vessels or aircraft resulted in the seizure of 60 aircraft and 90 vessels.
- ° DEA increased efforts to disseminate drug related intelligence, and DEA provided over 1,600 documents relating to drug trafficking to the United States Customs Service through their liaison officer stationed at DEA Headquarters. Customs Officers are now collocated in DEA offices in Colombia, Peru, and Panama.
- ° A Special Field Intelligence Program initiated to identify Colombian traffickers operating in the Houston area also dealt with identifying Houston-based chemical companies involved in shipping cocaine precursor chemicals to South America. As a result of DEA's intelligence analysis, approximately 1,000 cocaine

violators were identified and several cases were initiated which involved conspiracies. The intelligence developed on the shipment of precursor chemicals led to a coordinated effort to target a major chemical company and its affiliates. DEA, the United States Customs Service, the United States Coast Guard, and the Internal Revenue Service were all involved in this case.

DEA coordinated and provided a range of speakers to several major conferences in Fiscal Year 1986. Of note was the mid-year meeting of the National Alliance of State Drug Enforcement Agencies and the annual meeting of the National Criminal Justice Association.

OTHER DOMESTIC ACCOMPLISHMENTS

Although DEA accomplishments are often attained in conjunction with other law enforcement agencies, many are still achieved singularly. These include: performing drug enforcement investigations, investigations of clandestine laboratories, controlling the illegal diversion of commercially manufactured drugs, functioning as the focal point for drug intelligence, and providing training in drug law enforcement. Fiscal Year 1986 accomplishments in each of the above activities are amplified below.

Domestic investigations conducted singularly by DEA played a major role in DEA's efforts to eliminate major drug trafficking. For example, former Federal prosecutor, David P. Twomey, was sentenced in March 1986 to 16 years in prison for obstruction of

justice, conspiracy to obstruct justice, and conspiracy to defraud the government. His sentence served as a clear signal to others on the seriousness of complicity with drug traffickers.

The seizure of clandestine laboratories played a major role in preventing large quantities of domestically produced illicit drugs from reaching the streets. Certain DEA investigative techniques also helped to increase seizures.

- ° DEA was involved in over 400 laboratory seizures, which established a new yearly record. A large number of these laboratories were involved with the production of methamphetamines, amphetamines, and cocaine.
- ° An investigative program which resulted in significant laboratory seizures was entitled Operation ORIGINATION. This operation utilized a technique for tracking the sale of precursor chemicals with the cooperation of major chemical manufacturers. The program is presently tracking the major precursor chemicals for LSD, heroin, PCP, methaqualone, methamphetamine, and cocaine.

DEA continued to emphasize the diversion control program to more effectively reduce the amount of legally produced drugs which are diverted to the illicit market. This emphasis produced the following:

- ° DEA hired 125 new Diversion Investigators to expand major field diversion activities and to establish these activities where they did not previously exist.

- ° DEA's new authority under the Comprehensive Crime Control Act of 1984 resulted in a 360% increase in investigations designed to administratively revoke, suspend, or deny the registration of practitioners who are responsible for the diversion of controlled drugs to the illicit market.
- ° In March 1986, DEA hosted the Second National Conference on the Control and Diversion of Controlled Substances which was attended by 72 officials representing 43 states and jurisdictions. Emphasis was placed on legislative initiatives concerning the diversion of illicit drugs.

DEA's intelligence program continued to function as the government's center for collection, analysis, and distribution of virtually all drug intelligence information. This program sorted out vast amounts of information to enhance enforcement efforts.

This is exemplified as follows:

- ° Intelligence analysts researched and analyzed over 1,000 DEA investigative documents involving the manufacture and distribution of LSD. This resulted in the identification of several well-documented LSD chemists residing in the San Francisco area. Based on this intelligence, a program was initiated to target LSD trafficking from San Francisco to other parts of the United States including New York, Minneapolis, Miami, and New Orleans. Several LSD laboratories were identified and criminal investigations initiated.

- Intelligence support to enforcement operations resulted in the May 15, 1986 indictment of 41 defendants by a Federal Grand Jury in the Northern District of Georgia for violation of Federal drug statutes. This indictment was the culmination of an undercover conspiracy investigation that entailed 11 separate cocaine smuggling ventures spread over several states and involved over 3.4 metric tons of cocaine.
- DEA published four recurring drug intelligence reports dealing with drug trends and estimates, as well as reports on the Colombian drug situation and a general digest of significant information. Additionally, special in-depth reports were prepared which dealt with diverse issues such as: controlled substance analogs, outlaw motorcycle gangs, black tar heroin, Thai cannabis, and the crack situation. This information was disseminated to law enforcement personnel across the nation.

SUPPORT ACCOMPLISHMENTS

In Fiscal Year 1986, diverse support accomplishments enhanced DEA's overall mission. These included: development of legal strategies, improvement in data processing, enhancement of laboratory and technology assistance, expansion of demand reduction activities, and training.

DEA's legal staff provided support on a broad range of issues which contributed to the success of many DEA programs.

- ° Ten substances were placed in the Schedule I category for controlled substances; these changes were pursuant to the emergency control procedures of the Comprehensive Crime Control Act of 1984. Hearings were held in one conventional drug scheduling matter and a previous decision was affirmed at the appellate level.
- ° Approximately 160 Orders to Show Cause were prepared proposing the revocation, suspension, or denial of registrations to handle controlled substances and 92 cases were docketed with DEA's Administrative Law Judge. These increases (over 90% in the number of Orders to Show Cause and 60% in the number of cases docketed) are directly attributable to special provisions of the Comprehensive Crime Control Act.
- ° Conferences and public hearings were held which addressed the Environmental Impact Statement on the Eradication of Cannabis on non-Federal and Indian Lands. These activities led to a Record of Decision signed on August 19, 1986 by DEA Administrator, John C. Lawn, for the use of herbicides.

Improved efficiency was realized through advances in automatic data processing and related information systems. These improvements especially benefitted intelligence dissemination required for criminal investigations.

- ° The Fraudulent Document System was developed by DEA and implemented at the El Paso Intelligence Center (EPIC). This is a computerized microfilm index of all seized

- fraudulent documents and is maintained by the Immigration and Naturalization Service at EPIC for use by law enforcement agencies having an interest in aliens.
- The Narcotic and Dangerous Drug Information System (NADDIS), which is a data base containing drug trafficker information, was redesigned to include data base management and additional data.
 - During Fiscal Year 1986, DEA negotiated and coordinated the final development of the Federal-wide Drug Seizure System. DEA, as well as other Federal agencies playing a major role in drug investigations and interdiction, modified their systems to conform to the new system's standardized procedures. This automated system will fulfill a longstanding need of high level Federal managers for an unduplicated accounting of drug seizures.

Criminal investigations and prosecutions were supported by DEA's forensic laboratory evidence analysis and by the development and deployment of technological tools to augment investigative efforts.

- The DEA laboratory program assisted Federal, state, and local agencies by providing: laboratory analysis of almost 41,000 drug evidence exhibits, expert chemist testimony in over 800 trials, and direct field assistance on over 200 separate occasions.
- The laboratory program developed information on illicit drug availability and trends by conducting over 800 ballistics examinations (identification of drug

manufacturing sources), 700 Heroin Signature analyses (identification of drug source regions), 140 Domestic Monitor analyses (identification of drug purity at the retail level), and 1,200 Operation Chem Con analyses (identification of solvent materials used to process cocaine).

- Chemists also provided over 4,000 hours of classroom instruction associated with DEA sponsored training schools attended by law enforcement officials at the Federal, state, and local levels.
- The use of satellite technology was expanded in areas of communications and worldwide tracking and locating aircraft, vessels, and vehicles.

DEA responded to increasing Congressional and public interest in the nation's drug problem by disseminating information on related issues and stepping up demand reduction activities. DEA provided testimony at 34 Congressional hearings dealing with a wide range of issues relating to the drug problem. Additionally DEA responded to 662 formal Congressional inquiries and over 1,000 telephone inquiries from the Congress.

DEA provided training to law enforcement officials across the nation. The unique methods and expertise required for successful drug law enforcement were taught and the following accomplishments achieved.

- Introductory training was provided to 331 new DEA Special Agents, 129 DEA Diversion Investigators, and 37 DEA Intelligence Analysts.

- ° In-service training was provided to 1,800 DEA Agents and support personnel.
- ° DEA provided training for over 9,500 local, state, and other Federal officers in various aspects of narcotics enforcement, interdiction, and management.
- ° The training of 2,600 members of the Border Patrol of the Immigration and Naturalization Service supported DEA interdiction efforts on the Mexican border.
- ° Cannabis eradication training was provided to 1,400 law enforcement officers at the Federal, state, and local level.
- ° DEA trained 30 additional physical fitness coordinators, 40 senior level managers, and continued with health screening and fitness assessments of DEA's Special Agent workforce.

MANAGEMENT IMPROVEMENTS

DEA's efforts to manage operations more effectively included the following: strategic planning, fiscal improvements, FBI and DEA cooperation, management information systems, and personnel management improvements.

DEA issued its first Strategic Plan in Fiscal Year 1986. The Plan guided the development of budget estimates for Fiscal Years 1986 through 1988, facilitated resolution of policy issues, and enabled DEA to target resources more efficiently based upon Federal drug law enforcement priorities.

Fiscal management improvements assisted a wide spectrum of DEA programs. The examples below highlight some of these.

- Internal procedures were developed to utilize funds from the Department of Justice Asset Forfeiture Fund. These moneys were used to pay for the processing and storing of seized assets awaiting disposal and to supplement funding for other associated management costs.
- Closer interaction between DEA's enforcement and budget and accounting operations enabled DEA to deal with the constraints of the Gramm-Rudman-Hollings Act with no reduction in hiring, major planned operations, nor ongoing programs.

DEA and the FBI continued to integrate operations in Fiscal Year 1986 to enhance each agency's effectiveness.

- To promote economy, DEA and the FBI combined several courses at the FBI academy. DEA and FBI instructors jointly teach courses on legal issues, firearms, physical training, special operations and research, management science and executive development, and practical exercises.
- To increase the efficiency of field office operations, DEA and FBI personnel were collocated in several offices.
- To promote economy and efficiency, ~~DEA~~ relocated its training function from the Federal Law Enforcement Training Center at Glynco, Georgia to the FBI Academy at Quantico, Virginia.

- ° To enhance the effectiveness of FBI Special Agents, entry level training now includes training in drug law enforcement which is taught by DEA instructors.

DEA developed the following management information systems in Fiscal Year 1986 to improve efficiency:

- ° To enhance property management, DEA implemented an automated system which also allows access by all domestic offices, as well as several foreign ones.
- ° To enhance expendable goods management, DEA implemented an automated inventory system which also provided an automatic reorder feature for both Headquarters and the field.
- ° To track the cyclical physical examinations of Special Agents and Chemists, DEA implemented an automated information system.

New personnel management improvements were implemented in Fiscal Year 1986. Some of these are described below.

- ° The hazards of clandestine laboratory operations led DEA to secure the Office of Personnel Management's (OPM) approval of hazardous duty pay for Special Agents and Chemists involved in clandestine laboratory investigations.
- ° The Employee Assistance Program extended coverage to all field divisions and included additional services, including stress management techniques.

- ° The Post Incident and Injury Trauma Protocol Program began. This program was designed to ensure that all DEA personnel and family members receive appropriate intervention counselling when involved in a traumatic incident (e.g., shootings, kidnappings, threats on one's life).
- ° The Drug Deterrence Program was implemented by testing Basic Agent Trainees for drug use in June 1986. DEA tested over 150 Basic Agents and DEA executives, and all tests were negative.
- ° A high level of minority hiring of Special Agents was achieved. Of the 330 applicants selected for Basic Agent training, 37% were minorities.

DRUG ENFORCEMENT ADMINISTRATION

FISCAL YEAR 1986

ENFORCEMENT ACCOMPLISHMENTS

FY 1986

1. TOTAL DOMESTIC ARRESTS*

Total Domestic Case Class I and II** Arrests

% of Total Domestic Arrests that are
Case Class I and II

2. TOTAL DOMESTIC CONVICTIONS*

Total Domestic Case Class I and
Convictions

% of Total Domestic Convictions that are
Case Class I and II

3. DOMESTIC DRUG REMOVALS

Heroin (kilograms)

% in Case Class I and II

Cocaine (kilograms)

% in Case Class I and II

Cannabis (kilograms)

% in Case Class I and II

Dangerous Drugs (dosage units)

% in Case Class I and II

CLANDESTINE LABORATORY SEIZURES***

5. ASSET REMOVALS****

Total Seizures *****

DEA Forfeitures

- * Arrest and Conviction statistics do not necessarily refer to the same person. From Fiscal Year 1985 to Fiscal Year 1986 there was a _____ in Total Domestic Arrests.
- ** Class I and II cases pertain to DEA's highest level of drug violators. From Fiscal Year 1985 to Fiscal Year 1986 there was a _____ in Case Class I and II Domestic Arrests.
- *** Seizures include DEA and DEA Cooperative Cases.
- **** Asset Removal data are estimated.
- *****Total Seizures include DEA and DEA Cooperative Cases.



U.S. Department of Justice Drug Enforcement Administration



DIVISIONAL FIELD OFFICES	
Atlanta	New Orleans
Boston	New York
Chicago	Philadelphia
Dallas	Phoenix
Denver	San Diego
Detroit	San Francisco
Houston	Seattle
Los Angeles	St. Louis
Miami	Washington, D.C.
Newark	
TOTAL 19	

